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ANNEX-1

1. PROBLEM:

To develop a systematic method of determining normal promotion progression for all lines of work within the GS-5 to GS-11 range.

2. ASSUMPTION:

The Agency will continue to adhere, insofar as possible, to the principles of the Classification Act of 1949, and to Federal Personnel procedures promulgated by the U.S. Civil Service Commission in connection with its implementation.

3. DISCUSSION:

- a. Paragraph 2b, [REDACTED] Promotion, 30 April, 1954, states, "Promotions will be limited to one grade except where double grade stages have been established as the normal progression within the grade range GS-5 through GS-11".
- b. The comparable restriction on promotions which applies to Agencies not excepted from the Classification Act of 1949 is of statutory nature (the Supplemental Appropriation Act of 1952, commonly known as the Whitten Amendment). In Section 1310 (c) (2), this statute provides that no person shall be promoted or transferred to a higher grade without having served at least one year in the next lower grade, except that promotions of two grades may be made to positions not higher than GS-11, which are in a line of work properly classified under the Classification Act of 1949 at two-grade intervals.
- c. A comparison of the CIA Promotion Regulation and the Whitten Amendment promotion requirements reveals a striking similarity in basic objectives and approach. Both provide for an orderly, systematic and controlled promotion progression for employees; our plan, however, is more flexible as exceptions to the "time-in-grade" requirements may be made more readily when justified. With respect to defining the categories of positions in the GS-5 through GS-11 range in which double-grade promotions may be made, the Whitten plan permits such promotions whenever the line of work is classifiable at two-grade intervals under the Classification Act. Our plan's comparable requirement is that the normal progression in the line of work is established in double-grade stages.

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- d. For Federal Agencies under the Classification Act, the Civil Service Commission designates, by Classification Series, lines of work classifiable at one and two-grade intervals, (U.S. Civil Service Commission Departmental Circular No. 671, Supplement 4). This type of approach could be adopted in CIA with appropriate modifications to meet the requirements and objectives of the Career Service Program, and to consider the atypical lines of work found in our Agency. With this frame of reference, a review of our occupational structure suggests that promotion progression patterns could be narrowed basically to the following three:

Promotional Stages from Entrance Level to Journeyman Level	(1) Clerical	(2) Technician and Professional Aid	(3) Professional and Specialized Administrative
1	GS-3	GS-5	GS-5
2	GS-4	GS-6	GS-7
3	GS-5	GS-7	GS-9
4	GS-6	GS-8	GS-11
5	GS-7*	GS-9	GS-12
Supervisory and Advanced Levels	GS-8 GS-9 GS-10 GS-11	GS-10 GS-11 GS-12 GS-13	GS-13 through GS-18

(1). Clerical Pattern:

This includes all positions in the clerical, stenographic, business-machine operation, secretarial and related fields. The progression provides for an entrance level in which the most routine clerical work is accomplished, and advanced levels, with progressively more difficult and responsible work assigned at each higher level. The clerical "journeyman" level of the position varies from GS-5 to GS-6 depending upon the complexity and difficulty of work performed. The

* NOTE: Some specialties only.

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GS-7 level is generally limited to positions with significant requirements in addition to the clerical factors, e.g. Secretary positions with semi-professional tasks, strong contact duties or supervisory responsibilities. A promotion progression of one-grade intervals is believed desirable for the clerical category for the following reasons:

- (a). It provides for an "apprenticeship" or training period with two to three stages prior to employee achieving the journeyman level.
- (b). Utilization of two-grade promotions as the rule could easily result in many employees reaching the top rung of the ladder in their field in a relatively short period of time and without having attained the stage of job maturity and proficiency necessary to provide efficient, secure and economical clerical support.* Under these circumstances, premature pressure might easily develop for unwarranted upward changes in the clerical grade structure or for transfers of clerical personnel to other lines of work for which their qualifications were extremely marginal.
- (c). The nature and variety of work performed and supervision and guidelines followed are such that distinguishing features exist for the work at each grade level. Utilization of double-grade promotions might result in an individual "skipping" one phase or level of clerical work that is prerequisite to successful performance in the position to which promoted.
- (d). In accordance with [REDACTED], a certification is required that the individual being promoted is the best qualified individual for the position within the zone of consideration. If two-grade promotions were used, in each case of proposed promotion from GS-4 to GS-6, for example, all GS-5 clericals as well as GS-4's would have to be considered before the GS-4 could be given the "double jump".
- (e). Single-grade promotion progression for this category of positions, with few exceptions, is mandatory in other Federal Agencies under the Classification Act.

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* NOTE: To perform successfully at the GS-7 level, a Secretary should be expert not only in the technical secretarial skills, but also should possess comprehensive knowledge of the Agency organization, operations, procedures, precedents and other background obtainable only over a substantial period of time.

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(2). Technician and Professional-Aid Patterns:

This category encompasses Technician positions such as Electronics Technicians, Radio Operators, Draftsman, Maintenance Superintendents, etc., as well as positions engaged in supporting professional activities. The Professional-Aid positions require a close familiarity with the terminology, techniques and procedures in a professional field, but are not responsible for rendering professional determinations, decisions, and taking final substantive actions. An academic professional background is not a qualification requirement. Among Professional Aid positions are Intelligence Assistants, Medical Technical Assistants, Engineering Aids, Training Assistants, etc. The promotion pattern for Technician and Professional Aid positions is characterized by:

- (a). Entrance at the GS-5 level on the basis of qualification requirements which specify some prior training, education, and/or experience in, or related to, the line of work.
- (b). Distinguishable variances exist in the type and difficulty of work performed at each succeeding level.
- (c). The "semi-professional" type of work performed is such that on-the-job experience of substantial duration at each level is prerequisite to successful performance of the work of the next higher level. As in the case of the clerical line of work, advancement by one grade stages is necessary to provide a promotion pattern which will result in a satisfactory "apprentice" period. In addition, proper grade alignment of these positions with those in the clerical category as well as in the professional and specialized administrative category on the basis of duties and responsibilities requires the use of one-grade intervals.

(3). Professional and Specialized Administrative Pattern:

- (a). This category is comprised of:

- 1. Positions in the "recognized" professions, (e.g. Chemists, Attorneys, Medical Officers, Mechanical Engineers, Librarians).
- 2. Positions in, and peculiar to, the "intelligence" profession, (e.g. Operations Officers, Intelligence Officers, Biographic Analysts).

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3. Positions in specialized administrative, managerial and executive fields, (e.g. Auditors, Transportation Officers, Finance Officers, Personnel Officers, Administrative Officers).
- (b). The three sub-categories of positions (1), (2), (3), above, can be lumped together for purposes of this study due to the following similarities in their basic characteristics:
 1. The positions are allocated with the same range of grade levels and have, generally speaking, parallel "journeyman" levels of work.
 2. The same level of specialized qualification requirements applies at parallel grade levels, formal educational background or its equivalent as an entrance qualification requirement being a common denominator.
 3. The positions in this group comprise the bulk of the professional and executive staff of the Agency.
- (c). A normal progression of two-grade stages (GS-5, 7, 9, 11, 12) for this group is indicated by the following considerations:
 1. Promotions of two-grade stages has been the general practice in CIA as well as in the Federal Service at large in the lines of work involved.
 2. Although variances exist in many lines of work (particularly Administrative) in this group, a general hypothesis may be stated that in CIA, GS-12 is the full journeyman level for occupations covered. Therefore, a two-grade progression provides four stages of advancement from the entrance level to the journeyman. The principal entrance step for the category, GS-5, requires training and education or the equivalent in work experience of a Bachelor's Degree. Advanced formal education is desirable for many positions in this group, in which case possession of a Master's Degree meets the qualification requirements for the GS-7 level and a Doctor's Degree for GS-9, thus establishing the first three steps in the progression pattern. The fourth step, GS-11, provides a desirable period of work experience prior to the PhD achieving "journeyman" status.
 3. Actual work assignments at the levels below journeyman reflect the fact that basically the same nature and variety of work is performed at each successive level with the distinguishing feature between levels consisting principally of the degree of instruction, review and supervision received. The use of "even numbered" grades would tend to establish artificial levels which are extremely difficult to define and distinguish from levels above and below.

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(d). Exceptions to Professional and Specialized Administrative Pattern:

1. Progression of GS-5, GS-6, GS-7, GS-9, GS-11, GS-12

This progression applies to a special class of positions, administrative in nature, in which the work performed upon entrance and for a substantial period of time thereafter is comprised to a great degree of clerical and professional aid tasks. Positions in this class are typified by the following: Personnel Assistant, Administrative Assistant, Budget Assistant, Security Assistant, Supply Assistant, etc., (Paragraph 3b, Annex 2). Although formal academic training is highly desirable and is qualifying for entrance into this class in grade GS-5, the academic experience is invariably not closely related to the work performed; and consequently, a somewhat extended period is required for the employee to master the clerical and procedural detail prerequisite to the assumption of actual "professional" tasks. The GS-7 level has been found to represent the stage at which this occurs (after employee has completed two sub-professional or clerical stages), and a normal progression by two-grade increments to GS-11 thereafter provides a proper grade alignment with the balance of positions in the Professional and Specialized Administrative Group. "Time-in-grade" requirements at the GS-5 and GS-6 levels for advancement to the next grade should be the same as specified for regular Clerical, Technician, or Professional Aid positions, a minimum of six months at each level.

2. Use of "Even Numbered" Grade levels elsewhere in the Professional and Specialized Administrative Group within the range GS-5 to GS-11.

In addition to the situation set forth in (1) above, in a few individual cases, it is practical to utilize even-numbered grade levels (GS-6, GS-8, GS-10) as exceptions: (a) in the case of "trainee" positions where it is undesirable to require the employee to remain in the grade the full waiting period required for a two-grade promotion, and (b) in the case of border-line classification decisions whenever an odd-numbered grade cannot satisfactorily be used. Where the use of "even" grade positions in this group is justified, a reasonable time-in-grade minimum for promotion to an intermediate grade and from that intermediate grade to the next regular grade, should be established. Logically, this minimum for a one-grade promotion in this situation would be one-half the time required for a normal two grade promotion. For example, promotion from GS-7 to GS-8 would require one-half the 12-month minimum time-in-grade required for promotion from GS-7 to GS-9.

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(e). Inasmuch as the foregoing paragraph sets up two distinct progression patterns, (a one-grade progression for positions in the Clerical, Professional Aid, and Technician field; and a two-grade progression (with some modifications) for positions in the Professional and Specialized Administrative fields), some objections may be raised on the premise that "all employees should be treated alike and given equal opportunities for advancement". In rebuttal thereof, the following comments are submitted:

1. A qualified individual may, at any time, be transferred from a position in the Clerical, Technician, or Professional Aid field to a position in the Professional or Specialized Administrative field. This fact should provide an incentive for employees to increase their value to the Agency by participating in Agency or outside training.

2. The progression patterns set forth are consistent with those in general use throughout the Government for comparable types of positions.

3. Where formal wage administration plans are used in private industry, separate salary schedules and progression patterns are invariably established for each of the various categories of employees, (e.g. Production, Clerical, Research, Managerial, and Sales Schedules).

(f). A review of the Agency Occupational Structure reveals that by far the greater number of individual position titles fall within the "Professional and Specialized Administrative" category in which the two-grade promotion progression is being recommended. Accordingly, it was considered practicable to submit only a listing of the categories of positions for which a one-grade promotion progression was appropriate. This listing is included in Annex 2, proposed CIA Notice. Categories of positions not included thereon are those for which the two-grade promotion progression is appropriate. Subsequently, the promotion progression for each category of Agency positions can be included in Occupational Handbook of Classification Titles and Codes, now being coordinated for publication.

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4. CONCLUSIONS AND ACTION RECOMMENDED:

a. The method of determining normal promotion progression for lines of work in the GS-5 to GS-11 range as outlined in the Discussion be adopted for Agency use.

b. Proposed publications, Annexes 2 and 3, be approved.